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ABSTRACT

Data on Idaho's limited-English-proficient (LEP) population and the educational services provided to them are reported, as required by federal regulation governing Elementary and Secondary Education Act TITLE VII grants. The first part summarizes the information gained from data collection in 54 school districts, focusing on size and characteristics of the LEP student population and LEP program models and staffing. The second part reports on state technical assistance activities, including workshops on identification and instruction of LEP students, development of a teacher handbook, production of staff development materials, and school district site visits to monitor legal compliance. In the third part, conclusions are drawn, including the following: (1) LEP students are performing below grade level; (2) there is little uniformity among districts in their approaches to identifying LEP students; (3) identified children are concentrated in the lower grades, probably due to inadequate assessment techniques; (4) there is little uniformity in program and instructional design, although aide assistance is common; and (5) instruction in English as a Second Language is not sufficient intervention by itself, but should be combined with other means as individual needs suggest. Appended materials include summaries of school district LEP program application, assessment, and site visit data. (MSE)

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EVALUATION OF PROGRAMS FOR LIMITED ENGLISH PROFICIENT STUDENTS

Fiscal Year 1989
(School Year 1988 - 1989)

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The observations included in this report are those of a private external evaluator with a professional background in evaluation and bilingual education.

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INTRODUCTION

This report is submitted by the Idaho State Department of Education in compliance with Part 548 of Title 34 of the Code of Federal Regulations governing grants to State Educational Agency Programs under the Bilingual Education Act, Title VII of the Elementary and Secondary Education Act. Paragraph 548.10 of the regulations requires that the state "collect, aggregate, analyze, and publish data and information on the limited English proficient persons in the State and the educational services provided or available to those persons."

The Department has collected, aggregated, analyzed and published data on the State's limited English proficient (LEP) students since 1983. Part One of this report is a summary of the highlights of the information gained from the data collection.

Other activities conducted by the department under its Title VII grant include:

1) Reviewing and evaluating limited English proficient programs.

2) Providing, coordinating, or supervising technical and other forms of non-financial assistance to school districts (LEAs), community organizations, and private elementary and secondary schools that serve LEP students.

3) Developing and administering procedures for the identification of LEP students and the assessment of their educational needs and competencies.

4) Providing staff development activities designed to improve services to LEP students.

5) Designing activities and services to build the capacity of the LEAs to meet the educational needs of LEP students.

Part Two of this report is a summary of the state's efforts toward accomplishing these activities.

The State makes the following requirements of all school districts:

1) Conduct a home language survey to determine if a language other than English is spoken at home.

2) Assess children from homes where a language other than English is spoken for English language proficiency.

3) Design and structure a program of instruction to meet the educational needs of identified LEP students.

4) Submit a formal project application for SDE approval which outlines a

program to meet the educational needs of LEP students.

5) Measure and report the progress of LEP students.

6) Report to the State Department of Education the results of an LEA program evaluation.

7) Submit LEP data to the SDE as required by Public Law 100-297 and a U.S. District Court Consent Decree of 1983, Civil No. 79-1068.

Requirements 4, 5 and 6 provide the basis for gathering the information contained in the present report. The state of Idaho collects that information in three ways. First is a questionnaire, called the LEA Program Application, sent to all school districts in the state in the fall. Districts that have any limited English proficient enrolled complete the form and return it to the State Department of Education. Other districts submit a written statement to the effect that no LEP students are enrolled. In 1988, 54 districts completed and returned the questionnaire, and forty-seven submitted written statements attesting that no LEP students were enrolled. The 54 districts reported on LEP enrollment and activities in 120 elementary schools and 78 secondary schools, including middle schools.

The second method is a site visit by the state's ESL/Bilingual Education consultant to verify first-hand the LEP enrollment data and obtain detailed information on the kinds of services provided by the district in terms of personnel, materials, and instructional strategies. In 1988-89, the consultant conducted formal on-site reviews of fifteen districts. State policy requires annual review of all districts with an LEP population. Those districts not visited by the State ESL/Bilingual Consultant were visited and reviewed by a State representative from the Chapter 1 Migrant program.

The third method is a written assessment to be completed by districts that did not receive a formal site review by the ESL/Bilingual Consultant. This assessment also reports data on enrollment figures, assessment, parent involvement, and staff development. In 1989, 30 districts completed and returned the assessment form in time to have the data included in this evaluation report. One district submitted their form too late to be included.

Eight districts that submitted the LEA Program Application did not return the assessment form. Six of these districts were operating new programs serving only one or two LEP students, and failure to submit the document was a clerical error. However, in all nine cases, the State office followed up with telephone calls and correspondence to meet the review requirements.

The information contained in this report is derived from the three sources described above. It represents the statewide totals of data provided by individual districts. Detailed summaries of the data from all three data collection procedures are provided in the appendices, with comment and interpretation.

PART ONE: SUMMARY OF DATA ON LEP STUDENTS AND PROGRAMS

STUDENT IDENTIFICATION

The September 30, 1988 school census showed a statewide student population of 214,615 in the public schools. Among them, the initial home language survey, identified students from over 34 language groups. The number of students assessed and identified by home language was 3,877. Thus somewhat less than 2% of the state's students are not from English-speaking backgrounds. The largest language group was Spanish, with 2,933, 76% of the total. The second largest group was Native American languages, with 631, or 16%. The third largest group was Lao, with 141, or 4%. Details of language groups are provided in Appendix A.

Six LEP students were identified in private schools within the responding school districts.

Identification was made through a variety of means, including recorded observation and referral (49 districts), written home survey (33 districts), and home visit and parent conference (36 districts). All but five districts utilized more than one method for identification.

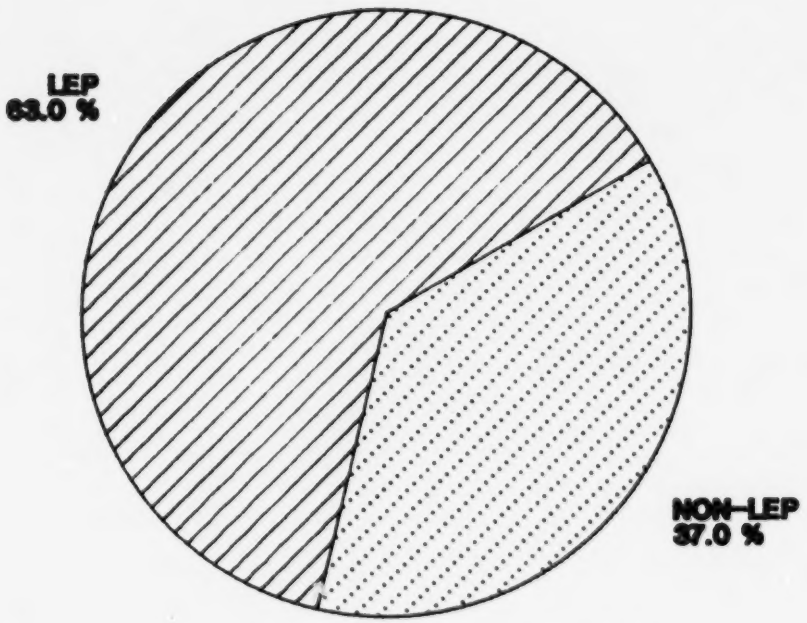
Assessment for English language proficiency was conducted through various means: criterion-referenced tests, norm-referenced tests, and teacher-constructed tests from grade-level texts. Forty-six percent of the 54 districts reported using more than one kind of instrument for assessing language proficiency. Detailed descriptions of instruments used are provided in Appendix A. The most frequently named instrument was the Language Assessment Scales (LAS), used in 32 districts. The LAS, which is published by CTB McGraw-Hill, is designed to be a measure of oral English proficiency, testing subskills of sound discrimination and production, vocabulary, aural comprehension and oral production.

Of the LEP children identified, 1,438 (65%) qualified as migrants eligible for services under Chapter 1-M.

The application forms reported a total of 2,439 students receiving special LEP services, and sixty-four LEP students who did not receive services. Although the application form did not specifically ask how many of the children assessed for English proficiency were determined to be LEP, these figures suggest that the figure was 2,503, or 63% of the number assessed. (See Figure 1.)

FIGURE 1

PERCENTAGE OF STUDENTS ASSESSED FOUND TO BE LEP AND NON-LEP



A number of districts who reported that some LEP students were not served were contacted to discover why. Responses indicated that in some cases, although a student is identified LEP, the student's classroom work is still satisfactory and special services are not needed. Reasons may also include scheduling conflicts or the choice of students or parents not to take part.

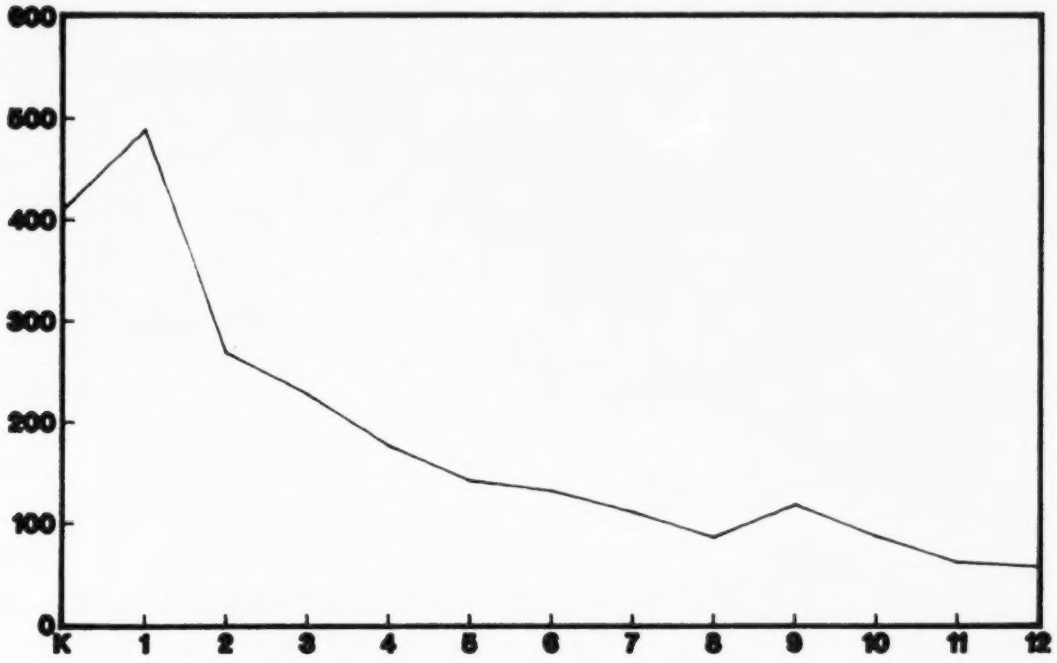
Respondents reported the numbers of LEP children by grade level who received services in both public and private schools within their districts.

Grade	Public	Private
K	411	1
1	489	2
2	269	0
3	228	0
4	177	0
5	142	1
6	132	0
7	111	2
8	86	0
9	118	0
10	87	0
11	61	0
12	57	0
TOTAL	2439	6

This chart shows a trend for decreasing numbers of LEP students in higher grades. This trend is displayed graphically in Figure 2.

FIGURE 2

NUMBER OF LEP STUDENTS SERVED IN PUBLIC SCHOOLS BY GRADE



EDUCATIONAL CONDITION OF LEP STUDENTS

The program application form which is submitted by all districts with any LEP enrollment does not include test score data. Rather, it asks the kinds of criteria whereby LEP student progress is measured and assessed. A minority of districts (48%) did not evaluate progress by norm-referenced tests. Most (76%) reported that they evaluated students' progress relative to their development from initial testing.

More detailed information on LEP students' educational condition came from the respondents to the program assessment, as follows. (This information is also found in Appendix B.)

The program assessment asked respondents to estimate the percentage of LEP students in four grade ranges who were below grade level in reading, mathematics, and writing, and who lacked listening and speaking skills in English.

The following table shows the number of respondents per grade range and content.

	Grade Range			
Content	K-3	4-6	7-8	9-12
Reading	24	20	16	16
Math	22	18	16	14
Writing	22	19	16	14
Listening and Speaking	24	21	17	15

These numbers reflect the decreasing enrollment of LEP students in higher grades.

The following table shows the median percentage reported for number of LEPs below grade level in reading, math and writing and lacking listening and speaking skills in English.

	Grade Range			
Content	K-3	4-6	7-8	9-12
Reading	79%	67%	80%	95%
Math	54%	40%	50%	44%
Writing	70%	80%	82%	90%
Listening and Speaking	78%	80%	75%	100%

Median rather than mean percentages are reported here because the percentages reported by the districts were based on differing numbers of students. The median value means that half the respondents reported a percentage greater than the value given in the table, and half reported a percentage lower than that value. A greater degree of accuracy could be attained by asking respondents to report actual numbers, and then converting those numbers to percentages in the statewide aggregation.

PROGRAM CHARACTERISTICS

Program Models

Different kinds of program models are available to the districts to serve LEP children. One is the English as a Second Language (ESL) model, which concentrates on developing English language skills as rapidly as possible in order to allow the child to participate with full benefit in the classroom where English is the language of instruction. A second model is Transitional Bilingual Education, in which the child's native language is used as a medium of instruction in subject matter to the extent necessary and feasible while the child is learning English. A third model is Developmental Bilingual Education, in which the native language continues to be used and developed along with English. This model requires personnel with a high degree of bilingual proficiency and is therefore not commonly found inside or outside of Idaho.

The following chart shows how many respondents chose each model.

Model	Number
English as a second language	42
Developmental bilingual	5
Transitional bilingual	11

Instructional Models

Several instructional models are available to implement the program models, distinguished by setting and staff. The numbers of districts utilizing the different instructional models were identified from the program application forms.

Aide, pullout	44
Aide, in-class	36
Teacher, pullout	25
Teacher, in-class	27
Summer School	25
Peer Tutoring	24
Adult Volunteers	12
ESL in the Content Area	24
Other	4

Staffing

The application data also revealed how many district staff members in various categories provided special services to LEP children.

Position	Total Number	FTE
Teachers, K-6	123	93.9
Teachers, 7-12	59	23.2
Aides, K-6	144	92.6
Aides, 7-12	27	15.3
Consultants	10	2.4*
Counselors	25	13.4*
Psychologists	22	8.5
Volunteers	25	N.A.
Administrators	65	37.8*
Other	15	5.9*

*Several respondents did not report FTE for non-instructional positions.

PART TWO: STATE TECHNICAL ASSISTANCE ACTIVITIES

The State Department of Education employs an ESL/Bilingual Education consultant funded under the Title VII grant, who is responsible for monitoring the districts' programs for LEP students and for providing technical assistance them. The purpose of this technical assistance is to build the capacity of the state and the districts to meet the educational needs of limited English proficient persons.

The technical assistance efforts have been in four parts:

1. Sponsoring a series of workshops throughout the state on topics concerned with the identification and instruction of LEP students.

2. Sponsoring the development of a "Handbook for Classroom Teachers of Limited English Proficient Students".

3. Procuring and making available a set of staff development materials to promote expertise in local districts through a training-of-trainers approach.

4. Conducting site reviews of districts to monitor compliance with state requirement for the education of LEP students. These reviews were part of the data collection process detailed in Appendix C but also provided an opportunity to make recommendations regarding local program practices.

Workshops

The State Department sponsored a series of four workshops on language acquisition and teaching ESL in the content area. A memorandum was sent to all superintendents and LEP directors advising them of the workshops. The workshops were offered for leading teachers in their districts who were interested in receiving the training with the possibility of in turn training colleagues in their own districts. The goal of the workshops was thus to build the capacity of local districts by increasing the number of teachers who are equipped to work with LEP students within the mainstream classroom. The workshops were held on the following dates at the sites listed.

Date	Location	Number of Participants
January 17-18, 1989	Boise	18
January 30-31, 1989	Idaho Falls	20
February 9-10, 1989	Coeur d'Alene	12
February 20-21, 1989	Twin Falls	24

School districts represented at the workshop in Boise were:

Mountain Home #193
Boise #1
Glenns Ferry #192
Payette #371
Bruneau-Grand View #365
Marsing #363
Wilder #133
New Plymouth #372
Parma #137
Nampa #131
Homedale #370

School districts represented at the workshop in Twin Falls were:

Twin Falls #411
Castleford #417
Minidoka #331
Wendell #232
Jerome #261
Cassia County #151
Shoshone #312

School districts represented at the workshop in Idaho Falls were:

Blackfoot #55
Jefferson County Joint District #251
Fremont #215
Ririe #252
Pocatello #25
Idaho Falls #91
Shelley #60
Bear Lake County #33
Aberdeen #58
Marsh Valley #21
Snake River #52
Madison #321

School districts represented at the workshop in Coeur d'Alene were:

West Benewah #42
Post Falls #273
Moscow #281
Kellogg Joint District #391
Wallace #393
Lewiston #340
Coeur d'Alene Tribal School

Bonneville School District received its own workshop on working with LEP students in the mainstream classroom. Twenty-two participants attended. The workshop was held April 11, 1989.

These sites were geographically representative and ensured the availability of training to those areas of the state with the greatest concentrations of LEP students. Graduate credit for participants was made available through Boise State University.
As a result of the workshops, participants were able to return to their districts to provide in-service training to other staff in instructional strategies for LEP students. To assist these efforts, materials were made available for check-out from the State Department. These materials are described in detail below.

These workshops were followed up with the distribution of a networking list of district staff statewide who had received the training. In addition, follow-up discussion sessions were held on February 17 in Caldwell for the Boise participants, March 15 in Pocatello for the Idaho Falls participants, April 17 in Twin Falls, and April 21 in Coeur d'Alene.

The State also sponsored two presentations by the Title VII Evaluation Assistance Center - West regarding the identification and assessment of LEP students. The first was held in Twin falls on April 17 in conjunction with the follow-up discussion session. The second was held April 21 in Coeur d'Alene.

A language development academy consisting of a series of seven sessions was provided at the State's request by the Northwest Regional Educational Laboratory. The title of the academy was, "Special Education and the LEP Student." The sessions were held monthly from November 1988 through May 1989 and were attended by 12 participants from throughout Idaho. The topics included:

Multicultural Education and its Impact on Culturally Diverse Exceptional Children

Language Development and Special Education

Ecological Assessment Procedures for LEP/Special Education Clientele

Identifying and Serving Minority Gifted Students

Preliteracy and Special Education

Legal Implications and Program Design

Training of Trainers

Program planning is another responsibility of the State Department under its Title VII grant. The State assisted districts in the Title VII application process by sponsoring two seminars on proposal-writing. These were held in August, 1988 and July, 1989.

Handbook

The State Department of Education contracted Interface Network, Inc. of Beaverton, Oregon to write and produce the "Handbook for Classroom Teachers of Limited English Proficient Students". It was published in October, 1988 and made available to all school districts in Idaho. The handbook is comprised of six sections: The Limited English Proficient Student; Theoretical Perspectives on Learning English; Instructional Approaches to Learning English; Instructional Approaches to Learning English Through the Content; Assessment; Additional References.

The Handbook was designed to help classroom teachers to "provide meaningful instruction for the limited English proficient students in their classrooms." It blends theory and practice in order to provide insights into how a second language is acquired and how to provide content instruction despite the students' limited language skills.

Staff Development Materials

The State Department obtained a set of six videos on methods of assisting LEP students published by the Salem-Keizer, Oregon School District Bilingual Education Program. The titles within the set were The Newcomer Center; First Experiences; Mainstreaming; English as a Second Language; Learning to Read; and Multicultural Education.

The videos are self-contained units but are also sometimes used in conjunction with materials obtained by the State Department from Interface Network. Those materials were training modules developed under the training-of-trainers concept. Five modules each of the titles "Mainstreaming" and "English as a Second Language" were purchased. Both the videos and the modules were made available for school districts to check out and use to institutionalize local training capacity. Thirty-eight districts took advantage of the check-out service during the year.

Site Reviews

As detailed in Appendix C, the state consultant conducted 15 site reviews to ensure that the districts were in compliance with state guidelines, and to offer recommendations and observations regarding the kinds and quality of services offered to LEP students. (As stated in the introduction to this report, State policy requires annual review of all districts with an LEP population. Those districts not visited by the State ESL/Bilingual Consultant were visited and reviewed by a State representative from the Chapter 1 Migrant program.)

A common theme in the written observations and other comments was "access to the regular curriculum". Eight of the districts visited were commended for their efforts on behalf of the LEP students, including mainstreaming procedures and the coordination of the ESL program with the school curriculum. Six of the districts were criticized for not making the curriculum accessible, whether by not providing language assistance or mainstreaming students before their English skills warranted the transition. These districts submitted plans to redress the situation through staff development and/or the addition of an ESL instructor.

The consultant reminded some of the districts that responsibility for the education of the LEP students lies with the district itself and requires awareness on the part of the mainstream teachers and application of a variety of techniques to allow students access to the curriculum. Responsibility cannot be shifted to categorical programs, nor can ESL in and of itself guarantee that students will have the language skills necessary to participate in the regular curriculum.

The consultant has promoted incorporating language development strategies within the mainstream classroom, along with ESL services. This approach facilitates English acquisition, and it provides the LEP student exposure to the curriculum that is available to all students.

PART THREE: CONCLUSIONS

The findings of this report show that statewide, school districts are attempting to identify and provide educational services to students whose home or native language is other than English. The major effort on the part of the school districts is English language development, but some districts are experimenting with methods of adapting the mainstream curriculum to make it accessible to LEP students at the same time that they are improving their English skills.

LEP students continue to perform below grade expectations, according to the perceptions of the school personnel who submitted the annual program assessment.

There is little uniformity among the districts in their approaches to identifying LEP students; methods include language proficiency testing, interpretation of standardized test scores, informal testing, and observation and referral. Most LEP students are identified in the lower grades, concentrated in kindergarten and first and second grade.

The fact that identified LEP children are concentrated in the lower grades suggests that determination of English proficiency is based on interpersonal communicative language skills, which do develop rapidly, especially among young children. However, the language construct rightly includes reading and school-learned vocabulary, and complicated syntactic structures not needed in informal speech. These aspects of language are not measured by the most common language proficiency tests, but lacking them, a child's chance for academic success is compromised.

When children with a home language other than English do well on the LAS but do not do well in school, it suggests that these students lack the degree of English proficiency necessary to succeed in school and should be further assessed for language skills. The use of standardized language arts or reading tests would be appropriate in these instances.

There is also little uniformity in program and instructional design, although aide-assisted instruction is common to most districts. Several districts are encouraging mainstream teachers to become familiar with issues of LEP education and to incorporate language development with content instruction within the classroom.

A student can have a functional command of English yet still be limited in English proficiency. In this case, it is likely that ESL of itself, especially an aide-assisted pullout ESL, is not the most appropriate program of intervention. Districts can and often do establish multitiered programs; it is not necessarily a question of a child being "in" or "out of" the LEP program, but a question of what level and kind of service the student is receiving. Some students in the program might receive intensive English development along with native language tutorial support. Others might receive less intensive ESL and more in-classroom work, while still others receive no ESL as such, but their teachers modify curriculum and materials and deliver instruction through cooperative learning in a sheltered English environment.

The State Department of Education, in the person of the Bilingual/ESL Consultant, has aggressively promoted the principle that responsibility for the education of LEP children lies within the classroom, not in pull-out or categorical programs, although these may have a legitimate role to play. The Consultant has also actively promoted staff development, including strategies for language development within the classroom, and has worked to raise awareness among the districts regarding the proper identification and assessment of limited English proficient children.

Appendix A

LEA PROGRAM APPLICATION DATA

Summary of LEA Responses

LEA PROGRAM APPLICATION DATA

I. General Information

Total numbers and FTE of all LEA staff members providing special services to LEP children:

Position	Total Number	FTE
Teachers, K-6	123	93.9
Teachers, 7-12	59	23.2
Aides, K-6	144	92.6
Aides, 7-12	27	15.3
Consultants	10	2.4*
Counselors	25	13.4*
Psychologists	22	8.5
Volunteers	25	N.A.
Administrators	65	37.8*
Other	15	5.9*

*Note: Several respondents did not report FTE for non-instructional positions.

Total enrollment reported by 54 respondents:

Public Schools:	166,157
Private Schools:	3,975

Funding Sources Utilized to Serve LEP Students

Source	No. of Districts Utilizing
Title VII	1
Chapter 1	28
Chapter 1 - Migrant	33
District Funds	47
State Funds	10
Chapter II Block Grants	6
Head Start Title IV	2
Special Education	16
Refugee Transition	6

LEA Program Application Data, Continued

II. Student Data

The following procedures were used to identify students whose first language is other than English.

Method	No. of Districts Using
Recorded Observation and Referral	49
Written Home Survey	33
Home Visit/Parent Conference	36
Other	5

Note: All but 5 districts reported using at least two different methods for identification.

The following kinds of instruments were reportedly used to assess English language proficiency.

Method	No. of Districts Using
Teacher-constructed tests from grade-level texts	21
Criterion-referenced tests	27
Norm-referenced tests	32
Other	10

Twenty-five respondents (46%) reported using more than one kind of instrument for assessing language proficiency.

Several different kinds of instruments were specified under criterion-referenced tests, norm-referenced tests, and other:

Criterion-Referenced Tests	No. of Districts Using
Language Assessment Scales	13
Brigance	6
IDEA (IPT)	3

Eight other criterion-referenced instruments were named by one district each.

LEA Program Application Data, Continued

Norm-Referenced Tests	No. of Districts Using
Language Assessment Scales	16
Iowa Test of Basic Skills	12
Woodcock-Johnson	7
Peabody Picture Vocabulary Test	5
Test of Language Development	3
WRMT*	3
California Achievement Test	2
CELF*	2
KeyMath	2
Woodcock Reading Mastery Test	2
Wide Range Achievement Test	2

*Initials were not explained.

Thirteen other norm-referenced instruments were named by one district each.

Other	No. of Districts Using
Dos Amigos	3
Language Assessment Scales	3

Seven other instruments were named by one district each.

The listing of these instruments is interesting not only because of the variety it reveals. The respondents did not share understanding of the nature of the instruments. For example, the most frequently listed instrument was the Language Assessment Scales, named 30 times. However, thirteen respondents considered it criterion-referenced, sixteen considered it norm-referenced, and three included it under "other". The KeyMath test was also mentioned under all three categories. In all, six different instruments were listed under more than one category. This suggests that it would be valuable to ensure district personnel's understanding of the distinction between criterion-referenced and norm-referenced tests and the different information they provide. Awareness of test use might be included in the state department's plans for technical assistance to LEAs.

In addition, the variety of testing instruments used raises questions about how their results are interpreted. Only a few were developed as measures of language proficiency. Others are achievement tests, basic skills tests or even intelligence and ability tests. Further monitoring by the state could reveal whether instruments are being used correctly in the identification process

LEA Program Application Data, Continued

Respondents reported the number of students per grade level who were assessed for English language proficiency. The statewide totals were:

Grade	Number Assessed
K	503
1	610
2	404
3	403
4	372
5	334
6	294
7	227
8	213
9	206
10	167
11	141
12	138
TOTAL	3993

Respondents reported the number of speakers assessed by home language group. The statewide totals per language group follow:

Language	Number Assessed
Spanish	2933
Native American	631
Lao	141
Vietnamese	23
Chinese	26
Khmer	21
Czechoslovakian	3
Filipino	9
Basque	4
Polish	16
Portuguese	23
Japanese	15
Korean	15
German	9
Thai	5
Romanian	16
Tongan	7
Other	77
Unidentified	116
TOTAL	3993

Spanish speakers were clearly the most numerous, accounting for 76% of all those assessed.

LEA Program Application Data, Continued

Respondents reported the numbers of LEP children by grade level who received services in both public and private schools within their districts.

Grade	Public	Private
K	411	1
1	489	2
2	269	0
3	228	0
4	177	0
5	142	1
6	132	0
7	111	2
8	86	0
9	118	0
10	87	0
11	61	0
12	57	0
TOTAL	2439	6

This chart shows a trend for decreasing numbers of LEP students in higher grades. Three possible interpretations may explain this phenomenon:

1. Children enter school at a low level of English proficiency relative to their grade peers and become proficient as they get older.

2. Children acquire social and functional levels of English in school which mask the language problems which nonetheless persist.

3. Lower numbers at the secondary level are accounted for in part by attrition.

Number of LEP student reported to be enrolled in non-public schools within the responding districts:

36

Number of LEP students reported to be not receiving services in both public schools and private schools:

Public	64
Private	0

Number of LEP children reported to be eligible under Chapter 1 - Migrant: 1438.

III. Instructional Program Description

The application form presents a list of possible educational goals that might apply to the district's LEP program. Districts were asked to rate each goal according to its importance, using a scale of 1 to 7, where 1 meant "most important" and 7 meant "least important".

Each goal is stated here with its mean (average) rating and the number of districts that rated that goal (n). If a district did not rate a goal, that goal was probably not perceived as applicable in that district's case.

Goal	Mean rating	n
To bring the LEP student to a functional skill level	1.8	51
To bring the LEP student to a level necessary to function in an all-English classroom	1.9	52
To bring the LEP student up to grade level	3.2	51
To provide first language instruction in content areas	2.9	50
To familiarize the LEP student with American society and culture	3.8	44
To help LEP students to learn about and maintain their own culture	5.2	36

Thus "To bring the LEP student to a functional skill level" was, on average, the most important goal among the districts, and "To help LEP students to learn about and maintain their own culture" was least important.

LEA Program Application Data, Continued

The application form lists three program models, and respondents were asked which best described the district's approach to LEP instruction. The following chart shows how many respondents chose each model.

Model	Number
English as a second language	42
Developmental bilingual	5
Transitional bilingual	11

ESL was clearly the most frequently reported model, suggesting that districts see English language development as the greatest need for LEP students, or at least the need which was most evident and the districts could address. The fact that some districts checked developmental and transitional bilingual as models that described their services suggests that some native language was used and that some LEP programs addressed subject matter in addition to English.

Note: Four districts indicated that they utilized more than one model.

Respondents were given a list of eight possible program components and asked to rate their importance to their own LEP program. The rating was done on a scale of 1 to 9, where 1 mean "most important" and 9 meant "least important".

Each component is presented here with its mean (average) rating and number of districts (n) that rated the component.

Component	Average Rating	n
Listening Comprehension	2.4	51
Oral Language Development	1.6	50
Reading	2.7	50
Writing	4.2	49
Enhancement of Self-Perception	4.7	45
Cultural Heritage	7.5	37
Language Arts	5.2	44
Subject Content	5.4	47

Speaking and listening skills were, on average, signalled as the most important components, which is consistent with the previous finding that ESL was the most frequently reported program model. This also suggests that oral English limitation is the most readily perceived need among LEP students.

LEA Program Application Data, Continued

Respondents were asked a series of questions about the LEP program. Questions were answered Yes or No. The questions are quoted here with numbers of respondents' answers.

Is the instruction of LEP students primarily in English?

Yes: 51

No: 2

Are the skills addressed by the LEP program integrated into the classroom content areas of the school's curriculum?

Yes: 53

No: 0

Is there a coordination effort between the LEP program and the regular school program?

Yes: 53

No: 0

Are LEP personnel evaluated from the perspective of a job description?

Yes: 45

No: 7

Respondents were asked to identify methods that are used to keep parents informed of LEP program activities. Responses were on a scale of 1 to 8, where 1 meant "most important" and 8 meant "least important". The average ratings for each method are reported here along with the number (n) of districts that reported using that method.

Method	Average Rating	n
Parent Meetings	3.3	40
Parent/Teacher Conferences	1.9	53
Surveys/Questionnaires	4.6	28
Home Visits	2.4	39
Newsletters	5.1	28
Telephone Calls	2.9	49
Letters/Notes Home	3.4	48

LEA Program Application Data, Continued

Respondents were asked to indicate those instructional models that best describe the district's LEP program. They were presented a list of eight models and asked to check all that apply. Following is the list and the numbers who checked each.

Aide, pullout	44
Aide, in-class	36
Teacher, pullout	25
Teacher, in-class	27
Summer School	25
Peer Tutoring	24
Adult Volunteers	12
ESL in the Content Area	24
Other	4

Every respondent except one checked at least two models. The distribution of responses shows that apart from aide pullout, and other service by aides, there is little commonality across districts. The findings would suggest that the primary effort on behalf of LEP students is not centered on modified strategies within the mainstream classroom.

Respondents were asked to indicate the average number of students per instructional group. The average number based on 49 responses was 4.4. Only five respondents reported averages of 10 or greater, which is consistent with the finding that aide pullout is the most common form of service.

Respondents were asked to indicate the average length of instructional sessions. The statewide average based on 46 responses was approximately 40 minutes, which is similar to a typical class period..

Respondents were presented a list of three kinds of materials and asked to check which were used in their LEP program. The responses were:

Kind of Material	Number Who Use
Adaptation of English Language Materials	46
ESL Materials	41
Bilingual Materials	14

The popularity of "Adaptation of English language materials" suggests follow-up inquiries as to how materials are being adapted to make them accessible to LEP students.

LEA Program Application Data, Continued

Respondents were presented a list of methods of evaluating student progress in oral language, reading, writing, and subject matter content and asked to check all that apply.

Method	Number Who Use
Evaluated relative to group performance	24
Evaluated relative to his/her developmental progress from initial testing	41
Evaluated per norm-referenced tests	26
Evaluated per criterion-referenced tests	23
Evaluated per teacher-developed tests	27

The most frequent response was the second, evaluation "relative to his/her developmental progress from initial testing". It would be valuable to find out how districts who reported this approach determine whether progress is satisfactory, or whether they regularly collect normative test data on LEP students. The relatively low number (26) who answered "evaluated per norm-referenced tests" indicates that such data are not routinely collected in many districts.

Respondents were asked whether the district has an exit policy for determining when limited English proficient students no longer require special instruction.

Yes	48
No	6

IV. Staff Development

Respondents were asked whether there is a procedure for determining staff development needs and an on-going program to meet those needs.

Yes	47
No	7

Respondents were asked whether regular classroom teachers are included in appropriate inservice activities.

Yes	47
No	7

Appendix B

LEP PROGRAM ASSESSMENT DATA

Summary of LEA Responses

LEP PROGRAM ASSESSMENT

Fifty-four districts responded to the fall LEP Program Application form. Thirty (55%) submitted the spring assessment. The fifteen districts monitored by the ESL/Binlingual Eduction Consultant were not required to submit the spring assessment. Hagerman School District #233 and Kellogg #391 did not submit a fall application form but did submit the spring assessment form.

I. Student Data

The thirty districts reported a total public school enrollment of 62,113 and a total private school enrollment of 161. They reported 1,197 LEP students enrolled in the public schools.

Total public school LEP enrollment:	1197
Number of LEPs served:	1095
Number of LEPs not served:	102

Thus 91% of the enrolled LEP students were reported to have received services; therefore 9% did not. Future survey forms might request an explanation of any discrepancy between number enrolled and number served to explain why some LEP students did not receive services.

Of those districts who submitted both the fall application and the spring assessment, there was a difference of 198 between the number of LEP students reported served in the two documents. Respondents reported 1095 on the assessment form but only 897 on the fall form. This difference very likely reflects the spring influx of migrant families. It reflects a 22% increase in the number of LEP students served in the spring over the fall.

The 30 districts reported the numbers of LEP students served per grade level. Those numbers were aggregated into the following statewide totals.

K	1	2	3	4	5	6	7	8	9	10	11	12	TOTAL
190	209	146	86	84	64	78	56	49	47	34	29	22	1095

These data are consistent with the trend noted previously based on fall applications, which is that numbers of LEP enrolled decline from grade level to grade level. Again, three possible interpretations present themselves: 1) Children enter school at a low level of English proficiency relative to their grade peers and become proficient as they get older. 2) Children acquire social and functional levels of English in school which mask the language problems which nonetheless persist. 3) Lower numbers at the secondary level are accounted for in part by attrition.

II. Student Assessment

The program assessment asked respondents to estimate the percentage of LEP students in four grade ranges who were below grade level in reading, mathematics, and writing, and who lacked listening and speaking skills in English.

The following table shows the number of respondents per grade range and content.

	Grade Range			
Content	K-3	4-6	7-8	9-12
Reading	24	20	16	16
Math	22	18	16	14
Writing	22	19	16	14
Listening and Speaking	24	21	17	15

These numbers reflect the decreasing enrollment of LEP students in higher grades.

The following table shows the median percentage reported for number of LEPs below grade level in reading, math and writing and lacking listening and speaking skills in English.

	Grade Range			
Content	K-3	4-6	7-8	9-12
Reading	79%	67%	80%	95%
Math	54%	40%	50%	44%
Writing	70%	80%	82%	90%
Listening and Speaking	78%	80%	75%	100%

Median rather than mean percentages are reported here because the percentages reported by the districts were based on differing numbers of students. The median value means that half the respondents reported a percentage greater than the value given in the table, and half reported a percentage lower than that value. A greater degree of accuracy could be attained by asking respondents to report actual numbers, and then converting those numbers to percentages in the statewide aggregation.

This table suggests that LEP students have the least difficulty with mathematics. It also makes an interesting implication, which is that limited English proficiency does not necessarily imply difficulty with grade-level work. For example, the median value for percentage who lack listening and speaking skills in the 4-6 grade range is 80%. Yet the corresponding value for below grade level in reading is only 67%.

Inaccuracy in these estimates comes from at least two sources. One is the lack of precision in the concepts "below grade level "and "lacking listening and speaking skills". Another is the accuracy of the methods used to determine the estimates. For each content area, districts were asked which of three methods were used to make the assessment: standardized tests, informal assessment, or teacher observation. Numbers of responses to each by content level are presented in the following table.

Method Used to Determine Estimate

Content	Standardized Test	Informal Assessment	Teacher Observation
Reading	16	19	18
Math	15	17	17
Writing	9	17	19
Listening and Speaking	9	18	21

These numbers suggest that a lack of standardized instrumentation contributes to disparate understandings of "grade level" and "listening and speaking skills".

III. Parental Involvement

The assessment asks how parents of LEP students in the district are kept informed of LEP activities. A list of four options was presented, and respondents checked which were used in their districts. They also indicated whether or not documentation was kept of these activities.

Method	Number	Documentation Kept?	
		Yes	No
Parent Meetings	15	7	8
Parent/Teacher Conferences	26	14	12
Written Notices	15	8	7
Other	13	2	2

Two districts did not respond to this item. Whether it was an oversight or these districts do not keep parents informed is not clear.

Thirteen districts reported using "Other", and most described it as direct contact, such as an outreach worker or home-school liaison. The low numbers under "documentation kept" are misleading. The questionnaire did not provide a yes-or-no response option to "Other".

All but one of the 26 districts who reported parent contacts listed at least two methods. One district reported only parent-teacher conferences.

IV. Instructional Services Profile

Respondents were presented a list of six English language instructional models and asked to check which were employed in their LEP programs.

Model	Number
Modified regular classroom	13
Peer tutoring	15
Teacher pullout	14
Summer school	12
Aide/tutor pullout	23
Other	3

These figures are consistent with the findings of the fall application, which showed an aide pullout to be the most commonly used model. Most districts reported using multiple models, while three districts reported using only one. Two of those relied solely on aide pullout, and one relied solely on modified regular classroom.

V. Staff Development And Training

Districts were asked to what degree persons involved in the LEP program were adequately trained to meet LEP students' needs. They were asked to assess the adequacy of training for aides/tutors, teachers, administrators, counselors and parents on a scale of 1 to 5 where 5 meant "adequate" and 1 meant "inadequate". Eight districts did not fill out this part of the form. No explanation was given. The following results show that on a statewide average, the highest level of satisfaction was felt for the training of aides and tutors, although it was not significantly higher than the level of satisfaction for teachers.

Persons	Average Training Adequacy
Aides/Tutors	4.0
Teachers	3.9
Administrators	3.2
Counselors	2.9
Parents	2.2

The assessment form listed seven topics for possible training and asked respondents to check which ones were needed in their districts.

Topic	Number
Language Acquisition Theories	15
Language Assessment	14
ESL Materials	14
Methods of Teaching ESL	17
Cooperative Learning	11
Sheltered Mainstream	7
Peer Coaching	12

Thus "Methods of teaching ESL" was most frequently selected as a training topic most needed, followed by "Language acquisition theories". This is consistent with the previously reported finding that districts seem to perceive second language development as students' greatest need and the service the schools are most prepared to provide.

Districts reported how many trainings had been held for aides/tutors, teachers, administrators, counselors and parents.

Aides/Tutors	92
Teachers	66
Administrators	35
Counselors	12
Parents	6

It is interesting that the greatest numbers of trainings were held for aides and tutors, twenty-six more than for teachers. Yet respondents indicated a high level of satisfaction with the level of training for teachers.

Moreover, it was noted on the fall application that 48 of 54 respondents stated that regular classroom teachers are included in appropriate inservice activities.

The high number of trainings provided for aides and tutors is also consistent with the fall application survey finding that aide pullout is the most common type of service delivery.

Appendix C

PROGRAM REVIEW DATA

Summary of Findings

Program Review Data

The state bilingual education consultant conducted site visits to 15 school districts:

Boise School District #1
Lewiston School District #1
Meridian School District #2
Snake River School district #52
Bonneville Joint District #93
Nampa School District #131
Wilder School District #133
Parma School District #137
Rigby Joint School District #251
W. Jefferson District #253
Moscow School District #281
Madison School District #321
Minidoka County School District #331
Marsing School District #363
Homedale Joint District #370

At each site, the consultant interviewed staff who were most directly involved with implementing services for limited English proficient students. The interview addressed questions of personnel, student identification, language assessment, language instruction, academic instruction, student progress and evaluation, and staff development activities.

The site visit was followed up with the consultant's written commendations and recommendations.

Those interview questions that lend themselves to quantification are summarized below. Other questions were open ended, and the variety of responses precludes efficient and meaningful summary.

Student Identification

Twelve of the districts visited reported that a home language survey is conducted as part of the identification process. The other three reported different reasons for not conducting such a survey: that identification is accomplished at registration, so the survey is unnecessary, and that many students, particularly older students, resist any procedure that would tend to differentiate them from their classmates and peers.

Program Review Data, Continued

III. Language Assessment

During the site visit, the consultant asked for data on number of students assessed for language proficiency by grade level. Following are the grade-by-grade totals for the 15 districts visited. Based on the identification procedures, districts reported the following numbers of students who were assessed and who were determined to be limited in English proficiency, by grade level.

Grade	Number Assessed	No. LEP	% LEP
K	192	157	82%
1	278	225	81%
2	149	97	65%
3	151	92	61%
4	137	64	47%
5	129	61	47%
6	97	36	37%
7	105	37	36%
8	82	38	46%
9	75	39	52%
10	65	33	51%
11	67	28	42%
12	58	18	31%
Total	1585	925	58%

Program Review Data, Continued

Instruments Used

District personnel were asked what instruments were used to identify LEP students. The most commonly mentioned was the Language Assessment Scales (LAS), by eight respondents. The LAS is designed to be a measure of English proficiency. . Other proficiency measures mentioned included the Dos Amigos, the Language Assessment Battery and the Pre-LAS. Other published instruments mentioned included the Peabody (2), the Woodcock (3), the Brigance (2), the Iowa Test of Basic Skills (1), and the Boehm Test of Basic Concepts (1). One district reported reliance on self-identification, and two reported use of teacher-made criterion-referenced tests.

Of those identified as LEP in the fifteen districts visited, 77% were classified as eligible for migrant education services.

District personnel who were interviewed were asked, "Is the primary language (L1) being used as the language of instruction?" Eight responded yes, and seven responded no. However, other comments volunteered suggested lack of common understanding as to the question's intent. For example, one respondent answered "yes, for clarification", and another might answer "no, only for clarification". Thus the same utilization of the child's primary language might elicit either a yes or a no.

District personnel were asked whether the evaluation of the LEP project included certain components. The components and numbers of affirmative and negative responses follow.

a. Program statistics

   Yes - 13

   No - 2

b. Staff organization

   Yes - 13

   No - 2

c. Instructional program

   Yes - 11

   No - 4

d. Student progress

   Yes - 13

   No - 2